

67
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COLONIAL REPORTS—ANNUAL

No. 1854

Annual Report on the Social and Economic
Progress of the People of

BASUTOLAND, 1937

(For Reports for 1935 and 1936 see No. 1760 and
No. 1804 respectively (Price 1s. 6d. each).)

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I.—GEOGRAPHY, CLIMATE AND HISTORY.

Basutoland is bounded on the west by the Orange Free State, on the north by the Orange Free State and Natal, on the east by Natal and East Griqualand, and on the south by the Cape Province. 11,716 square miles in area, Basutoland lies between 28° 35' and 30° 40' South latitude and between 27° and 29° 30' East longitude.

The altitude varies from 5,000 feet to 11,000 feet above sea-level. The Maluti Mountains, which occupy most of the territory to the east, were in former years reserved for grazing purposes but, owing to the pressure in the lowlands where the bulk of the population is concentrated, this more or less inaccessible

area has become comparatively thickly populated. One result of this occupation of the mountain area is the disappearance of big game, such as eland and hartebeest, which used to abound, and the gradual elimination of small game and birds.

The climate is dry and bracing, with extremes of heat and cold both seasonal and diurnal. High altitude, electric tension, and long periods of strong sunshine without clouds or rain necessitate for European residents periodic changes to the coast level where the air is more humid.

The temperature varies from a maximum of 93° F. to a minimum of 11° F. The rainfall is capricious, the average being approximately 30 inches per annum, but it fluctuates much above and below this figure. The rainfall in 1937 recorded at the different stations in the Territory varied between 36.02 and 18.01 inches.

The Basuto as a nation did not come into prominence until 1818, when Moshesh, a minor chief of the Bakwena tribe in North Basutoland, gathered together the remnants of the various clans that had been scattered by the raids of the Zulu and Matabele.

The new nation went through many vicissitudes of fortune, first with the emigrant Boers of the Great Trek, and then with the British under General Cathcart in 1852. From 1856 until 1868 there was a series of wars with the Orange Free State burghers and, being hard pressed and having lost a large portion of his country (now known as "the Conquered Territory"), Moshesh sought the protection of the British Government. This was granted and carried into effect by Sir Philip Wodehouse, the Governor of the Cape, by a Proclamation dated the 12th March, 1868.

It is interesting to note that, although Moshesh asked for British protection, the Basuto were received as British subjects and not as protected subjects by the Proclamation of 1868, part of which reads:—

"Now therefore, I do hereby proclaim and declare that from and after publication hereof the said tribe of Basuto shall be taken to be British subjects, and the territory of the said tribe shall be taken to be British territory."

The country remained in a very unsettled condition until it was annexed to the Cape Colony by an Act of the Cape Legislature, No. 12 of 1871. The Act expressly declared that the territory was not to be subject to the general laws of the Colony, and gave the Governor power to legislate for it by proclamation and to extend to it by proclamation any Cape Act not otherwise in force therein.

The people never took kindly to the Cape Colonial rule, and after various disturbances the Government of the Cape, in 1880, extended to Basutoland the provisions of the Cape Peace Preservation Act of 1878, which included a clause for the general disarmament of the Basuto. They refused to accept the terms and, after a war lasting nearly a year, an agreement was arrived at under which the Act was repealed and certain fines were paid by the tribe.

Although outwardly peace was restored, there still remained several chiefs who would not submit, and it was eventually decided by the Government of the Cape Colony to hand over the administration to the Imperial Government. This was effected by Order in Council of 2nd February, 1884, which was proclaimed and brought into force by Proclamation No. 75A of 18th March, 1884. This Proclamation defined the boundaries of the Territory and restored it to the direct control of the Queen through Her Majesty's High Commissioner for South Africa.

II.—GOVERNMENT.

The Territory is governed by a Resident Commissioner under the direction of the High Commissioner for Basutoland, the Bechuanaland Protectorate and Swaziland, the latter possessing legislative authority, which is exercised by proclamation promulgated in the official *Gazette*. The Financial Secretary, who is also Treasurer, prepares the Estimates of Revenue and Expenditure and the Annual Accounts. Until 1931 the Office of the High Commissioner was held by the Governor-General of the Union of South Africa, but with the close of the Earl of Athlone's period of office the two posts were separated.

For administrative purposes the country is divided into seven districts under District Commissioners: Maseru, Leribe (including the sub-district of Butha Buthe), Teyateyaneng, Mafeteng, Mohale's Hoek, Quthing, and Qacha's Nek (with the sub-district of Mokhotlong). These districts are divided into chiefdoms and sub-chiefdoms presided over by the hereditary chiefs and sub-chiefs allied to the Moshesh family who are responsible to the Paramount Chief in all matters relating to native law and custom.

In 1903 there was established a Basutoland Council in place of the National Pitso which was previously held once every year. Its constitution and functions are defined by Proclamation No. 7 of 31st March, 1910. The Council consists of 100 members, including the Paramount Chief as Chief Councillor with the Resident Commissioner as President. The Resident Commissioner nominates five members and the remaining 94 are nominated by the Paramount Chief and confirmed in their appointments by the Resident Commissioner. The Council exists for the discussion of the domestic affairs of the Territory.

The 1937 Session of the Council took place in November. The High Commissioner's message, referring to the Coronation and other important events, was enthusiastically received, as also was the Resident Commissioner's speech outlining the progress of the Territory in the past year.

The following two and a half days were devoted to a general discussion on the subject of the native courts, an important subject which was debated with great keenness by the Councillors.

There followed the usual debates on the Basutoland Council itself, its composition and functions, on agriculture and allied matters, on medical questions and on education. As is customary, the Director of Agriculture, the Principal Medical Officer and the Director of Education addressed the Council, outlining the work of their respective departments during the year and answering questions put to them by the Council. Several constructive suggestions resulted from the debates, and the Government is taking the necessary action.

The last three days were occupied with discussion of miscellaneous matters. One important point raised concerned the conditions of native labour on the gold mines. Comments by the District Superintendent of the Native Recruiting Corporation on the motions discussed in this connection were read to the Council, an interesting and very useful innovation which was obviously appreciated.

III.—POPULATION.

The following are comparative figures for the years 1921 and 1936, and indicate the increase and distribution of the population:—

District.	1921.			1936.			Increase or Decrease.					
	Males.			Females.			Numerical.			Percentage.		
	Males.	Females.	Persons.	Males.	Females.	Persons.	Males.	Females.	Persons.	Males.	Females.	Persons.
ALL RACES.												
Berea ...	24,273	32,669	56,942	22,657	33,078	55,735	— 1,616	409	— 1,207	— 6.66	1.25	— 2.12
Butha Buthe ...	46,626	61,639	108,265	{ 14,585	20,519	35,104	{ 8,597	16,109	24,706	18.44	26.13	22.82
Leribe ...	30,270	37,492	67,762	30,602	40,699	71,301	332	3,207	3,539	1.10	8.55	5.22
Mafeteng ...	44,978	55,278	100,256	47,339	61,812	109,151	2,361	6,534	8,895	5.25	11.82	8.87
Maseru ...	27,360	33,648	61,008	27,823	37,869	65,692	463	4,221	4,684	1.69	12.55	7.68
Mohale's Hoek ...	32,727	33,559	66,286	{ 16,583	19,871	36,454	{ 4,563	11,884	16,447	13.94	35.41	24.81
Mokhotlong ...	17,601	20,661	38,262	{ 20,707	25,572	46,279	{ 1,730	4,736	6,466	9.83	22.92	16.90
Qacha's Nek ...	223,835	274,946	498,781	240,268	322,046	562,311	16,430	47,100	63,530	7.34	17.13	12.74
Quthing ...												
Total ...												
	223,835	274,946	498,781	240,268	322,046	562,311	16,430	47,100	63,530	7.34	17.13	12.74
EUROPEANS.												
Berea ...	78	54	132	56	38	94	— 22	— 16	— 38	— 28.21	— 29.63	— 28.79
Butha Buthe ...	142	118	260	{ 29	21	50	{ — 40	— 16	— 56	— 28.17	— 13.56	— 21.53
Leribe ...	139	123	262	98	91	189	— 41	— 32	— 73	— 29.50	— 26.02	— 27.86
Mafeteng ...	309	303	612	304	279	583	— 5	— 24	— 29	— 1.62	— 7.92	— 4.74
Maseru ...	88	71	159	71	79	150	— 17	— 8	— 9	— 19.32	— 11.27	— 5.66
Mohale's Hoek ...	42	21	63	{ 17	9	26	{ + 20	— 25	— 45	— 47.62	— 119.05	— 71.43
Mokhotlong ...	68	47	115	45	39	82	— 11	— 2	— 9	— 16.18	— 4.26	— 7.83
Qacha's Nek ...				57	49	106						
Quthing ...												
Total ...	866	737	1,603	750	684	1,434	— 116	— 53	— 169	— 13.40	— 7.19	— 10.54

NATIVES (BANTU).

Berea ...	24,133	32,541	56,674	22,531	32,991	55,522	— 1,602	450	— 1,152	— 6.64	1.38	— 2.03
Butha Buthe	46,357	61,437	107,794	{ 14,467	20,402	34,869	} 8,501	15,950	24,451	18.34	25.96	22.68
Leribe ...	30,016	37,263	67,279	40,391	56,985	97,376		3,207	3,585	1.26	8.61	5.33
Mafeteng	44,550	54,828	99,378	30,394	40,470	70,864	378	6,537	8,859	5.21	11.92	8.91
Maseru ...	27,132	33,436	60,568	46,872	61,365	108,237	2,322	4,245	4,741	1.83	12.70	7.83
Mohale's Hoek ...	32,668	33,525	66,193	27,628	37,681	65,309	496	11,839	16,351	13.81	35.31	24.70
Mokhotlong	17,486	20,565	38,051	{ 16,552	19,860	36,412	} 4,512	4,745	6,501	10.04	23.07	17.08
Qacha's Nek				20,628	25,504	46,132						
Quthing ...				19,242	25,310	44,552	1,756					
Total ...	222,342	273,595	495,937	238,705	320,568	559,273	16,363	46,973	63,336	7.36	17.17	12.77

COLOURED (OTHER THAN BANTU).*

Berea ...	62	74	136	{ 70	49	119	8	— 25	— 17	12.90	— 33.78	— 12.50
Butha Buthe	127	84	211	89	96	185	} 136	175	311	107.09	208.33	147.39
Leribe ...	115	106	221	174	163	337		32	27	— 4.35	30.19	12.22
Mafeteng	119	147	266	110	138	248	5	21	65	36.97	14.29	24.44
Maseru ...	140	141	281	163	168	331	44	— 32	— 48	— 11.43	— 22.69	— 17.08
Mohale's Hoek ...	17	13	30	124	109	233	16	20	51	182.36	153.85	170.01
Mokhotlong	47	49	96	{ 14	2	16	} 31	— 11	— 26	— 31.91	— 22.45	— 27.08
Qacha's Nek				34	31	65						
Quthing ...				32	38	70	15					
Total ...	627	614	1,241	810	794	1,604	183	180	363	29.17	29.31	29.25

* Asiatic included with Coloured.

The following table enumerates the native (Bantu) population, and absentees stated to be absent at labour centres :—

<i>District.</i>	<i>Population Enumerated.</i>			<i>Absentees at Labour Centres.</i>			<i>Total Population.</i>		
	<i>Males.</i>	<i>Females.</i>	<i>Persons.</i>	<i>Males.</i>	<i>Females.</i>	<i>Persons.</i>	<i>Males.</i>	<i>Females.</i>	<i>Persons.</i>
1. Berea ...	22,531	32,991	55,522	8,953	1,865	10,818	31,484	34,856	66,340
2. Buthe Buthe ...	14,467	20,402	34,869	6,180	2,267	8,447	20,647	22,669	43,316
3. Leribe ...	40,391	56,985	97,376	13,715	2,375	16,090	54,106	59,360	113,466
4. Mafeteng ...	30,394	40,470	70,864	9,746	2,454	12,200	40,140	42,924	83,064
5. Maseru ...	46,872	61,365	108,237	16,771	6,808	23,579	63,643	68,173	131,816
6. Mohale's Hoek	27,628	37,681	65,309	7,028	916	7,944	34,656	38,597	73,253
7. Mokhotlong ...	16,552	19,860	36,412	2,519	490	3,009	19,071	20,350	39,421
8. Qacha's Nek ...	20,628	25,504	46,132	6,674	2,784	9,458	27,302	28,288	55,590
9. Quthing ...	19,242	25,310	44,552	7,018	2,710	9,728	26,260	28,020	54,280
Total ...	238,705	320,568	559,273	78,604	22,669	101,273	317,309	343,237	660,546

The following is a comparative statement of the density of the population (other than European) in 1911, 1921 and 1936:—

	1911.	1921.	1936.
Number of persons per square mile ...	34·41	42·44	47·99
Number of acres per head of population	18·60	15·08	13·33
Number of occupied huts per square mile.	10·86	16·99	20·42
Number of persons to each hut... ..	3·61	2·84	2·35

There is no compulsory registration of births or deaths, and figures for the number of marriages according to Native custom are not available. Marriages according to Christian rites numbered 1,345 during the year under review, compared with 1,040 in 1936.

IV.—HEALTH.

The medical staff of the Territory consists of a Principal Medical Officer, eight Medical Officers, one Assistant Medical Officer, and one District Surgeon. A Medical Officer is stationed at each district headquarters. Mokhotlong sub-district is in charge of an Assistant Medical Officer, and there is a District Surgeon at Butha Buthe.

An important change in the medical personnel was made in 1936 by the appointment of Dr. Motebang, M.B., Ch.B., a native of Basutoland, to the full-time post of Assistant Medical Officer at the Mokhotlong sub-district, where he had for several years held the part-time post of District Surgeon. In 1937 a trained native nurse was appointed to the same sub-district. This is the first time a qualified Mosuto doctor and nurse have been appointed to take sole charge of a medical unit, including a small hospital.

There are five Government general hospitals, staffed by qualified European nurses with native attendants, and three smaller cottage hospitals, staffed by native nurses. The total number of hospital beds available for the Territory is 190 for natives and 12 for Europeans. At each of the district headquarters a daily dispensary clinic is conducted by the Medical Officer. Trained natives dispense the medicine prescribed by the Medical Officers.

The following developments, initiated in 1936, were consolidated or completed in 1937:—

(a) Five native nurse probationers at the Maseru Hospital completed their first year of training and are now proceeding with the second year's programme, and six new probationers have commenced their first year's training.

(b) The extensions to the Qacha's Nek Hospital, which now provides accommodation for thirty patients, were completed in 1937.

(c) The buildings of the Mokhotlong Cottage Hospital were completed, providing accommodation for six to eight patients who are nursed by a trained Mosuto nurse under the direction of a qualified Mosuto Medical Officer.

During 1937 the following programme of development was undertaken:—

(a) At Leribe and Mohale's Hoek, unsatisfactory communal pit latrines were replaced by an efficient bucket system of sanitation, removals being by contract.

(b) Accommodation for native patients at the Mafeteng Hospital was increased by enlargement of the wards from 20 to 40 beds.

(c) Provision was made at Qacha's Nek and Leribe, by the erection of five-roomed cottages, to afford shelter for out-patients who come for treatment from distant villages, but who are not suitable cases for hospital treatment.

(d) Accommodation was provided at the Maseru Hospital for 12 native probationer nurses.

(e) A maternity ward of 16 beds with a labour ward, etc., was built at Maseru and will be ready to function early in 1938.

(f) Protection of village springs was commenced. Provision has been made to deal with about 200 springs during the financial year 1937-8 and a similar number in the year 1938-9, the object being to render village water supplies proof against surface pollution and to increase the amount of water available by preventing the loss that occurs through seepage.

(g) The erection of manure " Baber " fly traps near stables, etc., in Maseru has resulted in a great diminution of flies.

(h) A water-borne sewage system for the Maseru Hospital is now in process of installation, replacing the 30-year-old bucket system which was unhygienic and unsatisfactory for a modern hospital of this size.

There were 110,807 attendances at the Government dispensaries during the year. Of these, 72,249 were first attendances and 37,558 subsequent attendances. The total shows an increase of 28,084 as compared with 1936.

The total number of in-patients treated in the Government hospitals in 1937 was 3,644 as compared with 3,236 in 1936.

The following table details the total attendances at each hospital and dispensary in the Territory:—

<i>District.</i>	<i>Hospital.</i>	<i>Dispensary.</i>	
	<i>In-Patients.</i>	<i>First Attendances.</i>	<i>Total Attendances.</i>
Maseru	981	13,633	25,857
Leribe	737	12,726	18,616
Mafeteng	571	11,049	16,720
Mohale's Hoek	490	7,988	11,387
Qacha's Nek	430	8,356	11,716
Quthing	306	5,310	8,621
Teyateyaneng	75	8,423	10,752
Mokhotlong	54	4,764	7,138
Totals	3,644	72,249	110,807

The following table indicates the prevalence of the more common infectious diseases in 1937 as compared with the year 1936:—

<i>Disease.</i>	<i>No. of Cases.</i>	
	1936	1937
Influenza	551	1,585
Typhoid Fever	183	225
Dysentery	67	216
Typhus Fever	51	16
Whooping Cough	413	1,332
Measles	97	138
Smallpox	—	—
Scarlet Fever	11	8
Diphtheria	3	14
Pulmonary Tuberculosis	496	423
Plague	17	—

Apart from whooping cough, which assumed epidemic proportions among children, and influenza of a mild type, the Territory has been exceptionally free of infectious diseases. It is remarkable to note that typhus fever which has been endemic in the Territory for many years, and four years ago accounted for hundreds of deaths, has now almost entirely vanished; only 16 cases were reported in 1937. There were no cases of plague or smallpox. An increase in the number of cases of typhoid fever is probably due to heavy rains in January and February which infected unprotected village springs. There has been a very appreciable reduction in the number of cases of tuberculosis; in 1935 there were 549 cases of the pulmonary type, in 1936 496 cases, and in 1937 423 cases. There can now be little doubt that the high incidence of 1935 was a result of the drought and deficient food supplies in 1933-4, and that with the good crops in 1935-6-7 the resistance of the population has improved.

While, as has been stated in the preceding paragraph, the general nutrition of the tribe has improved very appreciably, the fact that pellagra (270 cases) and scurvy (120) are of frequent occurrence, and indeed are increasing, is evidence that though the present diet of the Basuto is not deficient in quantity it is so in certain nutritive and protective substances—particularly proteins, fats and vitamins. Government is making strenuous efforts, by propaganda and otherwise, to persuade the people to alter an almost entirely maize diet to a more varied one. The Agricultural Department has succeeded in persuading many families to plant small vegetable plots, and during the past year it was gratifying to see the number of vegetables offered for sale and bought among the Basuto themselves. A further step in the attempt to introduce a more varied diet is the purchase by Government of stud bulls of good milk-producing stock. It is also proposed to encourage the breeding of a Swiss type of milk-producing goat.

It is gratifying to report that the Roman Catholic and the French Protestant Missions are making determined efforts to carry out medical mission work by qualified doctors. The Roman Catholic Mission have opened a hospital at Roma and are constructing another in the heart of the Maluti mountains at Ntaote's.

The French Protestant Mission have built a hospital with 25 beds at Morija. It will be ready to function in May, 1938, and will be served by a qualified medical missionary. The funds for building this hospital, called the "Scott Hospital," were given by Mr. William Scott, M.B.E., who for many years has been in business in Mafeteng. In addition, the Chamber of Mines and the trustees of the late Miss Robertson, also connected for many years with Basutoland, have very substantially endowed the hospital to meet the annual maintenance costs.

These medical missions will contribute substantially towards providing greater medical facilities in the Territory, where at present there is on the average one doctor to serve 40,000 of the population.

Leper Settlement.

The leper settlement, opened in 1914 at Botsabelo four miles from Maseru, is actually part of the Medical Department though it has a separate departmental vote. It is staffed by a Medical Superintendent, a Medical Officer, a Matron, and two European Staff Nurses. The medical staff is additional to the general medical staff referred to at the beginning of this section.

The population of the leper settlement on the 31st of December, 1937, was 669 as compared with 684 in 1936 and 707 in 1935. One hundred and four new cases of leprosy were admitted. Six Native Leprosy Inspectors, appointed in 1929,

are stationed in different parts of the Territory and tour from village to village for the purpose of examining all persons showing any sign of leprosy. The value of this organization is shown by the fact that cases are now brought to the asylum while the disease is at an early stage, and therefore much more likely to be cured by appropriate treatment; indeed, so mild are many of the cases that only an expert would diagnose leprosy. The following comparative table supports this statement:—

Year.			<i>Duration of the disease in months on admission to the Settlement.</i>			
			<i>1-12 months.</i>	<i>12-24 months.</i>	<i>Over 2 years.</i>	<i>Unknown.</i>
			<i>Per cent.</i>	<i>Per cent.</i>	<i>Per cent.</i>	<i>Per cent.</i>
1924	...	...	31	37	32	—
1929	...	...	41	24·5	34·5	—
1935	...	...	59·8	22·4	17·8	—
1936	...	...	55	18·6	25·6	—
1937	...	...	48·9	17	13·6	20

An encouraging feature is that suspected cases are readily presented to the Inspectors for examination and, if certified as lepers, they not only go willingly to the settlement but ask to be admitted, because there is now a widespread feeling among the tribe that the institution is a place where their disease is cured, and they no longer regard it as a form of imprisonment as they did for several years after compulsory segregation was first established in 1914. This confidence is due to the number of cases which, having been admitted at an early stage, are discharged with the disease cured or arrested after a comparatively short period of residence. Seventy-one patients were discharged in 1937 with the disease cured or arrested as compared with 68 in 1936 and 58 in 1935.

A recent survey in a portion of the Mafeteng District by the Medical Officer of the settlement revealed that in an area with a population of 15,000 there were only four cases of active leprosy, all of them in very early and mild stages. It can therefore be justifiably assumed that the measures which have been taken in past years to control the disease are now bearing fruit, and that within a reasonable time leprosy in Basutoland will no longer be a problem of major importance.

V.—HOUSING.

There are no factories or industrial undertakings in Basutoland, and the problem of the proper accommodation of workers has not arisen.

The Basuto live in villages under tribal authority and their huts are, on the whole, healthy, if primitive. These huts are built of sods or stone, with a mud floor and thatched roof; and the average number of persons to each hut occupied was 2·35 in 1936 as compared with 2·84 in 1921.

The small European population consists of civil servants, missionaries and traders, and is, as a rule, well housed in buildings of cut stone or brick.

VI.—NATURAL RESOURCES.

Development.

Extent of cultivation.—According to the latest estimate* 10 per cent. of the total area of the Territory is under cultivation. The figures are:—

Total area, 7,498,240 acres.

Area under cultivation, 749,824 acres.

It does not follow that the whole of this cultivated acreage is under the plough in any one year; but in a good season like the one under review it can be assumed that practically all the arable land available has been ploughed and sown.

In the lowland regions the area devoted to grazing is relatively small; the main pasture lands are in the mountains where whole valleys are utilized solely for this purpose. The following extract from the Ecological Survey Report† is interesting in this connection, “ . . . little use of the mountains proper was made by the Basuto until towards the end of last century, when settlement, starting in the Orange River valley, began to make rapid strides. Then gradually, with the saturation of the lowland grazing, outposts were established in the mountains by the bigger stock owners”

Forestry.—With the exception of seven wooded valleys which are under complete protection, the Territory is practically devoid of trees of any sort, but steps have been, and are being, taken to remedy this state of affairs. The free issue of Robinia Pseudacacia seed and seedlings continues to be made to natives for the purpose of starting small plantations in and around their villages, both as an anti-soil erosion measure and to provide a future source of firewood and material for hut-building. As an additional measure, planting—chiefly of Robinias and poplars—is undertaken by the Administration wherever soil-erosion work is in progress.

For several years past, fruit trees have been issued to those natives who have laid out well-terraced gardens and who have followed the advice of the Agricultural Department with regard

* See note on page 17.

† See page 16.

to vegetable growing. These gifts have been much appreciated and the majority of the trees issued have been well tended and have made excellent growth.

Mineral Development.—No mineral development has taken place in the Territory.

Possibilities for Development.—In regard to the lowland areas it may definitely be stated that any further increase in cultivation at any rate of an extensive nature—is impossible. Much greater use could, however, be made of the land already under cultivation by the adoption of more intensive methods and the application of scientific principles. To bring this about is one of the main objects of agricultural policy.

In the mountains there exist possibilities for an extension of the arable areas, especially in so far as concerns the cultivation of wheat, peas, beans and vegetables.

Soil-erosion.—One result of the Pim Commission Report published in 1935* was the grant of a loan of £160,233 from the Colonial Development Fund for anti-soil erosion work. This money became available in October, 1936, and anti-erosion measures were immediately undertaken on an extensive scale. The purchase of power units for the construction of contour banks gave a tremendous impetus to the work.

The following table shows the progress that has been made to date:—

<i>Measure.</i>	<i>Previous to 1937.</i>	<i>During 1937.</i>	<i>Total to end of 1937.</i>
Area reclaimed, in acres ...	1,569	6,747	8,316
Length of contour bank constructed, in yards ...	121,938	736,893	858,831†
Number of dams con- structed	23	6	29
Number of trees planted...	12,070	31,226	43,296
Area fenced, in acres ...	155½	112	267½

† *Note.*—This does not include the many thousands of yards of partially completed work cut by plant but necessitating manual work for finishing.

Contour banks constructed in pasture lands have been sown or planted with selected varieties of grasses, and those in cultivated areas with lucerne. This aspect of the work will increase considerably the carrying capacity of the pasture, as has been proved by the large-scale demonstration experiment conducted on the Maseru reserve.

The beneficial results hoped for are already discernible in the gradual reclamation of formerly denuded areas and in the silting up and grassing over of dongas. Areas not yet affected have been safeguarded against possible future erosion.

* Cmd. 4907.

The increased water absorption in the areas worked has led to the betterment of crops in cultivated lands, and to the improvement, to a very considerable degree, of pasture density and growth. The planting of selected varieties of trees in gullies and the establishment of fenced plantations (each in itself a direct anti soil-erosion measure) will provide the natives with wood for fuel and other purposes—a great necessity in this Territory which possesses, in proportion to the population, a negligible amount of natural bush.

Research and Experimental Work.

The Ecological Survey.—An ecological survey of the mountain areas of Basutoland was planned and carried out during the period under review. The work was started on the 1st October, 1936, and completed by the end of March, 1937. A most interesting report, which included vegetation and stock distribution maps, was submitted to the Administration. Various recommendations regarding pasture experiments and pasture management were made. The report and the recommendations are now under consideration.

One of the recommendations made in the report, namely, the laying down of grazing experiments in the lowland and mountain districts of the Territory, has been approved. Plots will be fenced and the experiments started during the coming season.

At the same time as the survey was being carried out, the opportunity was taken to collect data for a report on the main bridle-paths of the mountain areas. This report has been issued, and work is already under way on a scheme embodying the recommendations made.

Maseru Experimental Station.—During the year under review the following experimental work was carried out at this station, which has now been in existence since 1935:—

(a) The testing of strong, high-gluten content wheats for resistance to disease and general suitability for growth in Basutoland.

(b) The testing of varieties of maize and sorghum, primarily for early maturity and yield.

(c) The testing of a great variety of grasses, particularly stoloniferous varieties, for use in connection with anti-soil erosion work.

(d) The production of fruit trees for use in conjunction with the vegetable and horticulture schemes.

(e) The production of *Robinia Pseudacacia* and other trees which coppice rapidly, for planting in badly-eroded watershed and other areas to consolidate anti-soil erosion measures.

Winter cereal experimental work.—Drought, a severe hail storm, and ultimately a bad attack of “rust” were responsible for the disappointing results attending this work, particularly in the case of the dry-land plots.

Of those varieties of imported wheat which were subjected to experiment, Reward, Marquis, Ruby, Red Bobs and Reliance give the greatest promise at present. Good grain was produced from them which showed remarkably good milling and baking qualities.

Summer cereal experimental work.—The season was very favourable for the growth of summer cereals, and excellent results were obtained. A number of strains of early-maturing varieties of sorghum, imported from Swaziland, give promise of being a most useful introduction for the Territory. They matured four to six weeks earlier than the earliest local varieties.

Boesman or Mazena Bread mealies have been found to be the most suitable for late planting, and North American White Flint, Anveldt, Wisconsin and Synthetic for early planting.

Grass experimental work.—Research along these lines was considerably extended during the season. Besides Kikuyu, which has so far proved to be the most useful introduction for anti-soil erosion work, Poa Indermis and Cynodon Dactylon (varieties indigenous to Basutoland) with Agrostis Tenuis give promise of proving very valuable for planting on contour banks.

Principal Crops.

The principal crops grown in the Territory are maize, wheat and sorghum, followed in order of importance by peas, beans, barley and vegetables.

In the mountain areas the most reliable crops are wheat, peas and barley, all of them sown in early spring, while maize and sorghum flourish better in the comparatively warm lowlands, and a relatively small proportion of these crops is produced in the highlands. Other lowland products are autumn-sown wheat and spring-sown beans, vegetables and fruit.

The approximate acreage of the principal crops sown during the present season, and the yield secured, is given in the following table. For purposes of comparison the same figures for 1936 are also given.*

* The Agricultural Department has this season put into effect a more up-to-date method of calculating the total acreage sown to the chief crops and of estimating the total production. This fact will have to be taken into account when comparing last year's figures with those for the present year. It has been estimated that approximately 10 per cent. of the total area of the Territory is under cultivation, and during a good season like the present it can be taken that all available arable land is put under the plough and sown.

<i>Crop.</i>			<i>Acreage sown.</i>	<i>Yield in bags of 200 lb. 1937.</i>	<i>Remarks.</i>
Maize	...	...	374,912	1,135,983	An exceptionally good season.
Wheat	...	...	234,313	383,645	The wheat crop in the lowlands was practically a failure, but an excellent crop was grown in the mountain districts.
Sorghum	...	...	93,728	297,117	The sorghum crop in the lowlands was excellent.
Peas, beans, barley, and other crops.			46,864	148,558	Outstanding crops of peas and barley were grown in the mountain districts during the season under review.
<i>1936.</i>					
Maize	...	...	249,941	491,144	
Wheat	...	...	124,970	245,572	
Sorghum	...	...	93,729	184,179	
Peas, beans, barley, and other crops.			31,242	61,393	

Observations.—The following table shows that, comparing 1936 and 1937, both the acreage put under cultivation and the yields obtained have increased considerably.

<i>Acreage.</i>	<i>Total yield in bags. 1937.</i>	<i>Yield per acre.</i>
749,817	1,965,303	2.6
499,882	982,288	1.96

This is accounted for as follows:—

Acreage.—(1) Under the old system of calculating the crop returns, it was estimated that $\frac{1}{15}$ th (or 6.7 per cent.) of the total area of the Territory* was under cultivation. The new system puts this acreage at 10 per cent. of the total, indicating that the figures given for previous years have been too low.

* To calculate the percentage acreage sown to the different crops, the following fractions are used, which are considered after a number of years' investigation to represent the proportionate acreage of the chief crops sown.

- (a) $\frac{1}{2}$ total acreage = total acreage of maize.
- (b) $\frac{5}{16}$ „ „ = „ „ „ wheat.
- (c) $\frac{1}{8}$ „ „ = „ „ „ sorghum.
- (d) $\frac{1}{16}$ „ „ = „ „ „ peas, beans, and other crops.

The average number of bags per acre for each of these crops is arrived at by taking the average return for the Territory of all the native-worked check plots of each variety as furnished by the Annual Demonstration Returns. The total group produced is finally arrived at by multiplying the total estimated acreage under that particular crop by the check-plot average for the season in question. It is considered that the new system gives a much truer estimate than was obtainable by the old method.

(2) The continued increase in population.

Yield.—(1) The increase in the yield per acre, as compared with 1936, is to some extent only apparent. As indicated above, the estimated acreage for 1936 and previous years was too low. The estimated yield was too small also but not, probably, in the same proportion.

(2) The season from the point of view of crop production generally has been the best since 1932-3.

Local Consumption.—The following figures should be read as approximations only:—

(a) Locally-produced maize as a percentage of total amount consumed—95 per cent.

(b) Locally-produced sorghum as a percentage of total amount consumed—96 per cent.

(c) Locally-consumed wheat as a percentage of total amount produced—55 per cent.†

(d) Locally-consumed peas, beans, barley, and other crops as a percentage of total amount produced—98 per cent.

Vegetable Production.—The development of vegetable production continues to make rapid progress. The Basuto are realizing that by utilizing the denuded areas round their villages they can produce a large amount of palatable and healthful food. Last season, 837 gardens were laid out under the supervision of the Agricultural Department, and during the period under review this figure has increased to 1,774. It is the aim of the Department to have at least 20,000 gardens established by the end of the next five years. The necessity for the establishment of terraced vegetable gardens to improve the diet of the people and as a direct anti-erosion measure was stressed in last year's report.

The past season was a most successful one for vegetable production, and many natives produced far more than they could themselves consume. Sales were organized at a number of centres so that the surplus could be disposed of. Good prices were obtained, chiefly from other natives who had not yet established gardens of their own.

Pasture.—Since the drought of 1933 the Territory has been considerably understocked, and this fact, coupled with four seasons' plentiful rain, has resulted in an extraordinary improvement in pasture conditions, especially in the mountains. Large tracts of grazing, formerly rendered useless by the spread of Bitter Karroo Bush (*Crysocoma Tenuifolia*) have now to some extent reverted to fair grass.

† This figure is undoubtedly too high as no account is taken of the export of wheat by individual natives and hawkers, figures for which it is impossible as yet to obtain.

Organization.

Land Tenure.—With the exception of the Government Reserves and land provided for the various missions, all land in Basutoland is held by the people under the communal system. In actual practice there is a difference in the application of the system to grazing land and to cultivated land. All grazing land, including the grazing on cultivated land after the crops are removed, is strictly communal. The arable or cultivated land, while remaining the property of the Nation, is granted to family heads under the ancient and well-known “three field” system. In Basutoland there is no recognized or standard acreage laid down with regard to the size of these fields, which vary according to the amount of arable land available; for example, those allowed in the lowlands vary in size from those allowed in the highlands. The standing of the individual is also taken into consideration. The usual size of a field for commoners in the mountains is estimated at an average of two acres, and in the lowlands at three acres.

The Producer.—In Basutoland the family is the production group, the family being taken to include the father, wife and all unmarried children. It cannot be said that such groups are highly organized or rigidly defined, and many exceptions occur. But as a general rule the individual as such has no place in the economy. The most striking exceptions are those cases—recently becoming more numerous—of native-owned stores, small craftsmanship enterprises, and transport concerns.

Associations.—At the present time there are quite a number of Farmers’ Associations of various types in the Territory. They are not co-operative societies in the true sense (absence of joint liability being a general feature), and most of them are of very limited membership and as yet in their infancy. It is the desire of the Administration to give these embryo societies every encouragement, and recently small grants were made to the Leribe and Peka Associations to assist with regard to prize money, etc., for the running of agricultural shows. The general object behind these associations is to stimulate interest in approved agricultural methods, to arrange demonstrations, introduce better quality seed and stock, and to organize schemes for co-operative buying and selling.

Demonstration Work.

At present there are 26 Native Agricultural Demonstrators employed in the Territory. These men work under the supervision of the Agricultural Officers on the lowlands and the Assistant Agricultural and Livestock Officers in the mountain areas. The agricultural demonstration plots worked by these

men were in most districts outstanding, and a slow but sure improvement in the general agricultural methods practised by the Basuto, due to the lessons learned through demonstration work, can be seen.

The campaign for the laying out of properly terraced gardens and the growing of vegetables and fruit trees is in the hands of the Agricultural Demonstrators, and is taking up an increasing amount of their time.

During the season the Demonstrators were responsible for working the following number of field plots:—

Wheat (including Manitoba), 255.

Maize, 362.

Sorghum, 73.

Potatoes, 4.

Peas and Beans, 14.

Animal Husbandry.

The year 1937 has been notable for the inauguration of certain progressive measures and the consolidation and elaboration of those already introduced in the previous year. These livestock improvement schemes will be dealt with under various headings. Fortunately, climatic conditions during the late summer and autumn were favourable, but the winter, spring and early summer were associated with severe drought conditions reacting adversely on livestock.

SHEEP AND GOATS.

The eradication of scab from this Territory may well be regarded as one of the greatest achievements in the annals of veterinary history in South Africa. Had this disease remained in existence, the sheep and wool improvement measures now in progress could never have been tackled.

Compulsory monthly dosing under supervision with an approved vermifuge was continued throughout the year, and 11,761,045 doses were administered. Very satisfactory accounts of the results derived from dosing have been received from all quarters, and it is obvious that stock-owners are quickly coming to realize the financial benefits which follow successful attempts to improve stock condition.

Every consideration is given to the flock owner, so that any sequelae which might jeopardize the measure may be avoided. It is not the practice, for example, to dose pregnant ewes during the period of two weeks before and two weeks after parturition. The number of dosing sites has been increased, thus reducing the distances over which stock has to be driven.

All stock are dosed by the owners themselves under the supervision of officers of the Veterinary Department; the Government provides the dosing remedy and the sheep farmer pays for it

by purchasing coupons which are exchangeable for the material at the dosing centres. Dosing coupons can be obtained from agents distributed throughout the Territory.

Many of the difficulties encountered during the initial stages of the scheme have now been overcome, a fact which is due in no small measure to the active co-operation of the Paramount Chief and his people. This is deserving of special mention since, without this co-operation, such satisfactory results could never have been achieved.

IMPROVEMENT OF WOOL.

As indicated in the 1936 report, all adult "bastard" rams have been emasculated, and during the present year 13,287 unsuitable rams were dealt with in similar manner. This figure does not include those castrated by the owners themselves.

To compensate for the reduction resulting from these measures, 290 selected merino rams were imported and distributed. They were mature animals and were not subjected to an initial period of acclimatization, as previous experience has proved this precaution unnecessary where universal dosing is in force.

The total number of selected rams imported during the last three years is 1,263.

WOOL CLASSING.

In pursuance of the policy initiated as a result of certain recommendations made by Sir Alan Pim in his Report* on the Financial and Economic Position of Basutoland, wool classing was commenced in the spring of this year. As a result of the measures against "scab" and the introduction of merino rams to replace emasculated bastard animals, the quality of the wool produced in the Territory has been greatly improved: the next step is to ensure that this improved product shall be offered to the market to the best advantage.

As a basis, eight stationary shearing-sheds have been erected and 16 portable shearing outfits put into commission. The stationary sheds have been established in the lowlands and the lowland flock-owners have been encouraged to bring their animals to them for clipping under supervision. The portable shearing outfits are transferred from site to site in the mountains with the same object.

During the season both the portable and the stationary sheds have been well patronized; in fact, in some areas the demands have exceeded all expectations. A temporary European wool-classing expert was appointed to help with heavy work in the Qacha's Nek district: otherwise all the supervisory work was done by officers of the European Field Staff, assisted by trained

* Cmd. 4907.

members of the Native Agricultural Staff. It is hoped in time to train the native farmer to perform his own wool-classing himself.

The final step is to establish definite lines for the classed product on the market, and already considerable headway has been made along these lines. Unfortunately, owing to the unsettled state of the international position, the wool market has suffered heavy downward fluctuations in prices, making the position difficult for buyers and disappointing for producers. Nevertheless, in spite of this, most of the traders in the Territory showed a willingness to pay higher prices for classed wool offered to them than for the unclassed product.

During the season, the number of sheep shorn under official supervision amounted to 40,886.

CENSUS.

A small stock census taken during the year revealed a smaller decrease than has occurred for some time. It may safely be stated that the small stock population of the Territory is gradually being built up and should soon reach the normal carrying capacity. The chief factor responsible is the decrease in the mortality rate resulting from the effects of internal parasites.

Year.	1934.	1935.	1936.	1937.
Total number of sheep and goats	2,000,000	1,717,826	1,674,964	1,695,325
Decrease from previous year ...	—	282,374	42,862	—
Increase from previous year ...	—	—	—	20,361

Figures for exports of wool and mohair are given in Chapter VII.

CATTLE.

Anthrax.—As a result of the measures taken during the past few years the incidence of anthrax in the Territory has been substantially decreased, and it has been decided to discontinue inoculation except in certain areas from which the disease has not yet been eradicated. At the moment there are ten such infected areas, and all cattle in them will be required to undergo inoculation twice in the year.

All cattle leaving the Territory must be inoculated immediately prior to removal.

Cattle Improvement.—The policy of emasculating inferior bulls on a voluntary basis was pursued, and as a result 1,778 animals were so dealt with. This does not include the numbers emasculated by the natives themselves. The prohibition against the introduction of “ scrub ” bulls has been maintained.

The “ bull camp ” system referred to in the 1936 report has proceeded successfully and has resulted in the erection of these camps at the following sites:—

Site.	District.	No. of Bulls.	Breed.	
			Afrikaner.	Sussex.
Matsieng ...	Maseru ...	2	2	—
Hlotse Camp ...	Leribe ...	3	2	I
Tsime ...	Butha Buthe ...	3	3	—
Schlabathebe ...	Qacha's Nek ...	3	3	—
Malimong ...	Berea ...	4	3	I
Moholobela's ...	Mafeteng ...	3	2	I
Maphutseng ...	Mohale's Hoek ...	4	3	I
Sempe's ...	Quthing ...	3	3	—

Money for the erection of the camps was provided by a loan of £640 from the Colonial Development Fund, and that required for the purchase of bulls from local revenue.

Any native cattle-owner is in a position to apply for permission to take his cows to a bull camp, where service is given free under certain conditions. The most important condition is that the cows entered shall be marked and an undertaking obtained from the owner to produce the marked animal and its calf the following season. If the calf is a female, it in turn will be marked and used at a later date for further breeding. The scheme is entirely voluntary and preference is given to selected cows. To prevent the influence of this breeding scheme from being confined to the areas in proximity to the bull camps, bulls are loaned out to approved persons well dispersed throughout the Territory. In this way it is expected to expedite and render more general the resulting improvement.

A cattle census was taken during the year, revealing an increase of 4,049 units over 1936. The comparative figures are: 1936, 414,872; 1937, 418,921.

Preparation of Hides and Skins for the Market.—In addition to the policy of continuous verbal propaganda and demonstration, a pamphlet dealing with this subject was issued in English and Sesuto for circulation amongst native farmers and traders in Basutoland.

Cattle Export Trade.—There is practically no export from the Territory of cattle for slaughter. So far as the trek ox is concerned, however, quite an extensive trade is carried on. Farmers and dealers from the adjacent areas in the Union introduce “ tollies ” and barter them for the trek ox on a basis of two “ tollies ” for one ox.

HORSES.

Mention was made in the 1936 report of an Equine Improvement Scheme which was to be launched in 1937. During the year, 19 stallions and 5 Catalonian donkey “ Jacks ” were

introduced from the Union. There are now 20 stallions and 7 Catalonian donkey "Jacks" doing service in this connection, and during the coming year the Government propose to extend the scheme.

The distribution of the stallions and "Jacks" is given in the following table:—

<i>District.</i>				<i>Stallions.</i>	<i>"Jacks."</i>
Maseru	...	...	...	4	—
Mafeteng	...	...	...	3	2
Mohale's Hoek	...	...	...	3	3
Quthing	...	...	...	2	2
Qacha's Nek	...	...	...	3	—
Mokhotlong	...	...	...	2	—
Butha Buthe	...	...	...	1	—
Leribe	...	...	...	2	—
Teyateyaneng	...	...	...	—	—

It is estimated (final figures are not yet available) that over 400 mares were served by these stallions and "Jacks" during the spring and early summer. Unfortunately a severe drought was experienced during the service season with very adverse effects.

The two Arab stallions mentioned in the 1936 report are now domiciled in the mountains and are doing good service.

The service fee of 5s. has been increased to 10s. The fee is collected by the custodians of the loaned stallions and "Jacks" for their own account to reimburse them for the care and management of their charges. With the exception of the Central Stud at Maseru only native mares are accepted for service.

Concurrent with this improvement scheme is that of the elimination of undesirable stallions, 626 of which were emasculated during the year.

MULES.

Mule population has decreased from 1,275 in 1936 to 1,068 in 1937, accentuating still more the great shortage of pack mules in the Territory. It is hoped, however, to build up this essential industry in the years to come by a continuance of the Government's policy of introducing Catalonian "Jacks" and of issuing them on loan to approved breeders.

DONKEYS.

The importation of donkeys into Basutoland is restricted. Despite the fact that there are 22,766 donkeys in the country, there is an increasing demand for these animals. They are largely used for transporting produce from the mountain areas. Donkeys are much sought after and, although tempting prices are offered, those who require them within the Territory find difficulty in acquiring suitable animals even at prices ranging from £2 to £2 10s.

The following are the census figures for the equines for 1935-6-7:—

		<i>Horses.</i>	<i>Mules.</i>	<i>Donkeys.</i>
1935 ...	...	79,701	986	18,911
1936 ...	...	84,650	1,275	22,361
1937 ...	...	85,017	1,068	22,766

VII.—COMMERCE.

The most important factor characterizing the external trade of Basutoland is the excess of imports over exports measured in terms of goods. The monetary value of this adverse balance amounted in 1937 to nearly £400,000. The same figures for 1934, 1935 and 1936 are, respectively, £282,000, £257,186 and £409,932. This continued adverse balance is rendered possible by the existence of an export of labour to the mines and farms in the Union resulting in an in-flow of cash to Basutoland.

The internal trade of the Territory presents few outstanding features. Practically the whole of the retail trade is in the hands of Europeans, although during the past few years the number of native-owned stores has increased. Comparatively little bartering is carried on between the natives themselves.

The two main foodstuffs of the Basuto are maize and sorghum in that order, with wheat and peas coming third and fourth, and in 1937 the unfavourable balance of imports over exports in respect of maize, sorghum and peas amounted approximately to 57,000 bags, or £41,000 in value. When, however, the figures for total imports and total exports of foodstuffs as a whole are examined, it is seen that for the year under review there was a favourable surplus amounting in value to £92,836. The exportation of strong wheat from the mountain areas is the main factor responsible, £132,386 worth being exported in 1937 as against £9,282 imported. Climatic and soil conditions in the mountains are favourable to the growth of strong wheat, and for the sale of each bag of wheat the native can, in general, obtain approximately $1\frac{3}{4}$ bags of maize in exchange. In this connection it is worth noting that during recent years the natives have increased their consumption of home-grown wheat very considerably.

Commodities occupying a preponderant position in the export trade of the Territory are wool, wheat, mohair and cattle: in 1937 the values exported bore the following proportions to total exports:—

- Wool, 40·8 per cent.
- Wheat, 35·7 per cent.
- Mohair, 15·5 per cent.
- Cattle, 7 per cent.

During the year under review the general rise in value of wheat, mohair and cattle has been reflected in the prices obtainable for these commodities in Basutoland. In the case of wool there has been no such rise in value, but nevertheless, due to an improvement in quality, the price obtainable by the natives has come more into line with general prices elsewhere.

Table (1).

Value in £'s of total imports and total exports for the years 1920 and 1928 and the years 1934-7.

				Imports.	Exports.
1920	...	...	...	1,180,986	937,038
1928	...	...	...	921,573	1,013,392
1934	...	...	...	566,767	284,522
1935	...	...	...	588,331	331,145
1936	...	...	...	712,125	302,193
1937	...	...	...	760,736	368,629

Table (2).

Values and quantities of principal imports for the years 1936-7.

	1936.		1937.	
	Quantity.	Value.	Quantity.	Value.
Merchandise ...		£ 524,500		£ 683,578
Livestock—	No.		No.	
Horses, Mules, etc. ...	182	759	1,806	6,514
Cattle ...	2,889	8,797	4,599	14,357
Sheep and Goats ...	73	61	629	554
Grain—	Bags.		Bags.	
Wheat and wheat meal	6,580	8,446	6,378	9,282
Maize and maize meal	207,735	145,728	55,515	37,049
Kaffir corn ...	23,518	22,868	10,663	8,651
Other produce ...		966		751
Totals ...		712,125		760,736

Table (3).

Values and quantities of principal domestic exports for the years 1936-7.

	1936.		1937.	
	Quantity.	Value.	Quantity.	Value.
Livestock—	No.	£	No.	£
Horses, Mules, etc. ...	53	313	102	575
Cattle ...	6,613	34,365	4,954	25,885
Sheep and Goats ...	43	37	—	—
Grain—	Bags.		Bags.	
Wheat and wheat meal ...	96,250	65,796	171,441	132,386
Maize and maize meal...	395	284	4,858	1,864
Kaffir corn ...	656	589	2,518	1,215
Barley ...	276	107	750	287
Beans and peas...	2,544	1,641	1,752	1,092
Wool and Mohair—	lb.		lb.	
Wool ...	5,986,871	154,329	4,662,779	142,899
Mohair ...	817,849	42,124	782,221	57,615
Hides and Skins—	lb.		lb.	
Hides ...	95,806	1,762	132,483	3,300
Skins ...	60,091	764	62,823	1,253
Miscellaneous ...		82		258
Totals ...		302,193		368,629

Table (4).

The following comparative table for 1936 and 1937 indicates the source or origin of motor vehicles registered in the Territory.

Country of Origin.	New Registrations.		Total Registrations.	
	1936.	1937.	1936.	1937.

Private Motor Vehicles and Taxis.

Great Britain	11	9	28	27
Canada	22	—	53	—
United States of America ...	122	165	420	493
Germany	—	—	1	1
Italy	—	—	1	—
France	—	1	2	2
	155	175	505	523

Commercial Vehicles.

Great Britain	7	2	16	12
Canada	13	—	34	—
United States of America ...	35	49	100	141
Germany	1	—	1	1
	56	51	151	154

Motor Cycles.

Great Britain	4	5	8	14
United States of America ...	1	—	6	2
	5	5	14	16

OBSERVATIONS.

Total imports and exports for the year 1928 have been included, as the comparison between the figures for that year and those for 1937 are interesting. 1928 was the last year in which exports were greater than imports. Going further back, however, it is seen that in 1920 the value of total imports equalled £1,180,986, while exports amounted only to £937,038, suggesting that the present position where imports exceed exports is not a trend of recent years.

Merchandise.—Since 1931 there has been a continuous increase in the amount of merchandise imported, although the figure for the present year is still below the 1928 total. The figures for 1920, 1928, 1931 and 1937 are £1,091,000, £881,767, £389,237 and £683,578, respectively.

Wool.—Just as merchandise forms the chief import group, so is wool the main article of export. Since 1928 the figures show a drop from 12,000,000 lb. to 4,500,000 lb. There has been a steady decline in the amount exported since 1935.

Imports.—All the figures for imports given in the tables and elsewhere relate only to imports made by private individuals. In addition to these, account must be taken of imports made by Government. The estimate for this year places the figure at £45,000; this, however, must be regarded as only approximate.

Sources and destination.—All exports are made to the Union and imports are as a general rule made through the same channel. It is therefore very difficult to give figures detailing imports in respect of the country of origin or to indicate the area of destination in respect of exports.

VIII.—LABOUR.

The following table shows the number of passes issued during the past four years to enable natives to leave the Territory to take up or seek employment in the Union of South Africa:—

	1934.	1935.	1936.	1937.
Mines—				
Gold	22,994	29,502	34,877	30,460
Coal	156	472	627	1,428
Diamonds	220	83	229	847
Manganese	—	—	305	265
Other Mines	—	—	—	130
Total Mines	23,370	30,057	36,038	33,130
Agricultural	6,700	5,584	6,964	3,782
Miscellaneous Labour	8,372	9,852	13,878	14,811*
Totals	38,442	45,493	56,880	51,723

* Includes Railway Construction 88
 Roads 84
 Other Public Works 206

The gold mines on the Witwatersrand continue to affect to a substantial degree the economic position of the Territory, employing annually large numbers of Basuto. At the close of the year 1937, 39,452 Basuto were employed in these mines.

In addition to the Basuto employed in the gold-mines there is always a fairly large number engaged in other occupations in the industrial areas of the Union. The following numbers were so employed as on the 31st December, 1937: Gold, 39,453; Coal, 2,242; Diamonds, 1,736; Other Employment, 9,843; Total, 53,273.

Many of the Basuto on the Witwatersrand remit money to their families in Basutoland through the Native Recruiting Corporation, Limited, and the Native Deposit and Remittance Agency,

and a large percentage of the natives recruited for the mines defer a portion of their earnings for payment to them on their return to Basutoland. Many of them also make remittances through the post, and it is estimated that an amount at least equal to the amount remitted through other channels is remitted in this way, though statistics cannot be obtained. During the year under review a sum of £103,262 was remitted by Basuto to their families through the Native Recruiting Corporation, and £131,341 was paid out as deferred wages, whilst a sum of over £7,000 was paid out through the Native Deposit and Remittance Agency and through other sources.

During the year 1932 an office was opened temporarily in Johannesburg for the purpose of collecting tax from Basutoland natives employed on the Witwatersrand. At the beginning of 1933 the Agency was re-opened and it has been maintained ever since. The Agency at first dealt only with the collection of revenue, but its functions were soon extended in the direction of dealing with the domestic affairs of the Basuto on the Witwatersrand, encouraging them to save money, giving them home news, counteracting as far as possible the temptations of their environment, repatriating those who are indigent and, generally, giving advice and assistance to them whenever required.

The Bechuanaland Protectorate and Swaziland now share in the Agency which thus deals with natives from all three High Commission Territories, both in regard to the collection of taxes and in general welfare work.

The amount of Basutoland tax collected at the Agency during the years 1932-3 to 1936-7 was: 1932-3, £24,128; 1933-4, £26,500; 1934-5, £33,146; 1935-6, £34,303; 1936-7, £34,477.

It will be noticed that the amount collected during the financial year 1936-7 bears a proportion of 22·2 per cent. to the total tax collected for the whole Territory.

In the Territory itself there is no great demand for industrial labour. A small number of natives find employment with transport concerns and as shop and warehouse assistants, and there is always a certain demand by Government for labourers in road making and anti-soil-erosion work and the like.

LABOUR LEGISLATION.

Proclamation No. 37 of 1936 enables the High Commissioner to regulate the level of wages paid to natives in any occupation or in any area within the Territory. A minimum wage-level may be prescribed by Notice in the Official Gazette.

Proclamation No. 71 of 1937 regulates the conditions of employment of women, young persons and children in industrial undertakings, and prohibits the employment of any person under the age of 12 years in any such undertaking, whether public or private, unless it shall be owned by that child's parents.

No young person under the age of 18 years may be employed in any industrial undertaking unless a special licence is obtained from the Resident Commissioner. The issue of such licence shall not, however, authorize the engagement of such a person under 18 for employment on night work.

No woman may be employed during the night in any public or private undertaking unless such undertaking is owned by the family to which the woman belongs.

For the purpose of the Proclamations just cited, the term "night" means a period of at least 11 consecutive hours including the interval between 10 o'clock in the evening and 5 o'clock in the morning.

The term "industrial undertaking" includes mining and quarrying and other extractive processes, manufacturing industries of all types, the generation of light and power, construction, transport and communications.

No native is granted a pass for contract work in any undertaking outside the Territory unless the conditions of employment therein are in the opinion of the Administration of a satisfactory standard.

IX.—WAGES AND COST OF LIVING.

There are no factories or industrial undertakings in the Territory, and there is only one mile of railway which is owned and operated by the South African Railway Administration.

Salaries and wages earned by Europeans vary from £200 to £1,000 per annum in the case of Government servants and from £120 to £600 per annum in the case of employees of trading concerns.

Native wages vary from £24 to £250 per annum in the case of Government employees and from £15 to £48 per annum in the case of store boys, etc., employed by traders.

Natives proceeding to the gold-mines in the Union of South Africa receive, on an average, a wage of £3 for every 30 shifts worked, with free food and housing.

The average cost of living for single natives is estimated at £1 *per mensem*, and for married natives £3 *per mensem*. The cost of living of Europeans varies considerably and is in a great measure dependent on the social or official position of the person concerned.

X.—EDUCATION AND WELFARE INSTITUTIONS.

Education in Basutoland presents most of the problems attending African education in other territories, with the additional difficulty that the country is for the most part very mountainous with much of its "highlander" population settled sparsely along isolated valleys difficult of access.

In spite of this, the situation to-day is that education of an elementary sort at least is accessible to practically all the people. That this is appreciated by them is evidenced by the voluntary school enrolment of approximately two-thirds of the children of school-going age; undoubtedly a remarkable, if not unique, phenomenon in Africa, and striking evidence of the devotion and enterprise of the missionaries who, with grants-in-aid from the Government, have brought it about. The three missions mainly concerned are the Paris Evangelical Missionary Society, the Roman Catholic Mission, and the English Church Mission. Of these the first-named is the oldest, with over a century of work behind it in Basutoland, and has reached a point in its development when it is no longer to be thought of as a "mission" in the ordinary use of the term, since as the result of the faith and foresight of its pioneers it has now in reality become an indigenous Church, with its Basuto members in an overwhelming majority on its governing council. To this in great measure is to be attributed the fact that Basutoland is so much freer of mushroom and fancifully-styled African sects than most other native areas of the sub-continent.

The main end of education policy in Basutoland has been to offer to as many as possible the opportunity of learning to read and write and make simple calculations. It is recognized that at the present time the greater number of pupils will attend school for three or four years only, and to achieve this end, education in the lower classes is practically all in the native language. It may be accepted that to the boys and girls of to-day in Basutoland, education is not a foreign or strange thing but a normal and essential part of their environment.

Of elementary vernacular schools there are 522, which are aided from public funds, and 260 which the missions maintain without aid. On a higher level there are 48 schools giving instruction up to Standard VI and introducing more English both into the curriculum and the teaching medium. Of these, four are purely Government schools, managed by local committees, and one further centre is to have a similar school.

Education of a higher standard and of vocational character is provided in one Government and ten mission institutions. The former is a Trade School for boys, while of the latter three train teachers to the standard of the Native Primary Lower Certificate of the Cape Province Education Department, three train girls as infant school teachers, three are schools of domestic science for girls, and one offers industrial training for boys. Ordinary education up to the level of the Junior Certificate can be obtained in two of these mission institutions, but beyond that it has been necessary in the past for students to proceed to colleges outside the Territory, more especially the South African Native College at Fort Hare, which has been assisted by the Basutoland Administration from the beginning and to

which three Government bursaries are available annually. Work is in progress however, for the building of a Government High School at Maseru which will take students up to matriculation, so that only for post-matriculation work will students find it necessary to leave the Territory.

In 1937 the total enrolment in all schools in the Territory was:—Government schools 491, Government-aided mission schools 64,180, unaided mission schools 12,472, training institutions and craft schools 473.

The establishment of the Education Department consists at present of a Director, two European Inspectors, and five Native Supervisors. Administrative expenses are met from general revenue, while the grants-in-aid to missions, the cost of the purely Government schools, and certain other charges, are taken from the Basutoland Education Fund. This fund receives a quarter of the ordinary native tax payments together with a special education levy of 3s. per taxpayer. It is estimated that £57,750 will be spent from this fund in 1937-8.

Education is free in all the elementary and intermediate schools, and attendance is not compulsory. There are the familiar difficulties of herding for the boys and home duties for the girls to make attendance irregular, but on the whole the eagerness to secure education is very remarkable. There is discernible in Basutoland a growing desire for education of a higher grade. But the internal circumstances of the country are not such as to provide many openings for the more highly educated Basuto, except in the service of the Government.

Most of what is being done on the side of vocational education has to do with European rather than indigenous crafts, e.g., carpentry, saddlery, laundry, cooking, etc. In regard to the domestic crafts of the girls, a steady raising of the standard of homes and home-crafts is noticeable. Progress is evident and every year a few more tradesmen such as carpenters, blacksmiths, and cobblers are to be found doing reasonably well at their trades. Here as in other spheres it is energy that counts.

As regards indigenous crafts, the range is not very great, perhaps in the main through lack of the necessary materials such as wood, osiers, etc. An investigation conducted early in 1935 on behalf of the Government by Mr. H. V. Meyerowitz has revealed how important in the life of the countryside is the pottery of the women, the grass and other weaving of both men and women, and how skilful in the clay modelling of animals, etc., are some of the children. These crafts are receiving attention in the handwork of some of the schools, and the possibilities of development are being considered.

Social welfare activities are mainly in the hands of the churches, and much good work is being done, while some valuable community service is rendered by the students in the institutions under the aegis of the Students' Christian Movement.

Useful training in homemaking, needlework, etc., for girls who have ceased to attend the ordinary classes is a feature in many of the Roman Catholic day schools.

Recreative activities are noticeably on the increase, chiefly in the form of organized school games, and inter-school competitions in games, athletics, drill and singing are frequent and popular.

The Wayfarer-Guide and Pathfinder-Boy Scout movements are developing in an encouraging fashion and cannot fail to exert a profound and beneficial influence on the life of the people.

European Education.—There are six small schools in the Territory, managed by local committees, charging modest fees, and aided by the Government. These provide elementary education for the children of Europeans. For education beyond Standard VI children are sent to schools in the Union of South Africa, and two bursaries are awarded annually on the result of a special examination. Of these, one is the “Fraser” scholarship of £50 per annum for two years, given by a prominent trading concern of that name, while the other, of £25 per annum for a similar period, is the “Queen Victoria Diamond Jubilee Scholarship.”

XI.—COMMUNICATIONS AND TRANSPORT.

Railways.

The Territory is linked with the railway system of the Union of South Africa by a short branch line from Maseru to Marseilles on the Bloemfontein-Natal main line. One mile of this line is in Basutoland. The South African railway runs near the boundaries of the Territory and goods are transported by road to the nearest railway station across the border.

During the past year the Road Motor Transport Department of the South African Railways have continued their regular services between Fouriesburg and Butha Buthe, Zastron and Quthing, Zastron and Mohale's Hoek.

Roads.

The greater part of Basutoland is very mountainous, and in this area all transport is effected by the use of pack animals.

On the western side of Basutoland there is a strip of agricultural country from north to south in which a fairly good road system has been developed. The main roads traverse the whole of this area, with branches leading west to the principal points of exit. In nearly all cases the roads are gravelled and carry motor and ox-waggon traffic in all weathers. There are, however, a number of unbridged rivers and streams which, during flood periods, may delay travellers for some hours.

From the main roads a number of feeder roads lead towards the interior. By-roads to trading centres and missions connect

with these feeder roads, penetrating still further into the interior. Although several roads now cross the first range of mountains, none has yet reached the second range. Feeder roads are maintained by the Government and during the year under review a certain amount of gravelling has been carried out, particular attention being paid to drainage improvements.

The by-roads are in some instances unsuitable for any type of traffic except ox-waggon. They are maintained by traders and others to whose stations they lead, and annual Government grants are made towards their upkeep.

On the eastern side of Basutoland, in the Qacha's Nek district, a short road system, similar to that described above, exists, and the standard reached is much the same as that obtaining on the western side of the Territory.

During the year causeways have been built over the Beryl Spruit and a spruit at Lifi's Nek, while a reinforced concrete low-level bridge has been built over the Phororo's Spruit. A second low-level bridge south of Mafeteng is under construction.

The task of reclaiming dongas alongside and parallel to the roads has been continued, and a number of concrete pipe culverts have been installed. These are necessary to deal with flood water held back by the contour furrows which are a feature of the anti-soil erosion work now in progress.

Government took over as a feeder road the by-road from White Hill to Sekake's (Qacha's Nek) during the year, and considerable improvements in gravelling and drainage have been effected.

The funds allocated are tabulated below:—

			<i>Construction Work.</i>	<i>Maintenance.</i>
			£	£
1936	...	...	2,400	12,350
1937	...	...	3,450	12,400

The following is a classification of the roads in the Territory:—

Gravel.—320 miles main road and 72 miles feeder road.

Earth.—40 miles main road and 70 miles feeder road.

In addition there are approximately 280 miles of by-road which are chiefly earth roads.

BRIDLE PATHS.

A report on the bridle-paths in the Territory was presented during the year. This report recommended that approximately 1,680 miles of paths should be scheduled as main paths and that an estimated expenditure of £15,500 over a period of 3½ years should be granted to build them up to a reasonable standard.

A feature of the scheme is the provision of a number of native shelters in isolated places in which travellers can take refuge in storms and blizzards.

The recommendations of the report were approved towards the end of the year and immediate steps have been taken to proceed with the work.

As in the past two years, grants have been made to all District Officers to enable the worst sections of the existing bridle-paths to be repaired. The expenditure on this work for the year 1936 was £940 and the estimated expenditure for 1937 is £1,000.

XII.—PUBLIC WORKS.

In addition to the road and bridle-path work mentioned in Chapter XI, the following programme of construction work has been carried on during the year.

The accommodation for patients at the Qacha's Nek Hospital has been doubled, a new operating theatre provided, and bath-rooms, isolation wards and a laundry constructed.

In Mokhotlong and Qacha's Nek additional native staff quarters have been built.

In Butha Buthe new quarters for the Postmaster and new offices for the Police are being completed.

Dispensary shelters and accommodation for witnesses are under construction in Leribe and will be completed before the end of March, 1938.

Additions have been made to the Lerotholi Technical School at Maseru, and a water-borne sewerage system is being provided for Maseru Hospital. The latter work will be completed early in 1938.

The construction of a small Maternity Hospital, run in conjunction with the main hospital at Maseru, was well advanced by December, 1937. Other smaller additions to Maseru Hospital are in progress.

At Mafeteng extensive additions were made to the hospital which can now accommodate twice the number of patients for which provision was available before.

The Government Intermediate School at Leribe was completed early in the year, and a commencement has been made with the building of an Intermediate School at Mohale's Hoek. Additional class-rooms for Maseru Intermediate School were started during the year.

An additional water-supply reservoir is in course of construction at Leribe, while at Quthing a water-pumping scheme has been put in commission.

Maintenance work on Government buildings has been carried out as usual.

XIII.—JUSTICE, POLICE AND PRISONS.

Justice.

The laws in force in Basutoland include those of the Cape of Good Hope up to the 18th March, 1884, except where repealed or altered by proclamation of the High Commissioner, who is empowered to make by proclamation such laws as may be necessary for the peace, order and good government of the territory.

The Basutoland Courts of Law consist of:—

(a) *The Resident Commissioner's Court*, which constitutes the Supreme Court of Basutoland, and from which an appeal lies to the Privy Council. Under Proclamation No. 10 of 1928 as amended, the constitution of the Resident Commissioner's Court was altered and provision made for the appointment of a Judicial Commissioner. The Court is now constituted by the Resident Commissioner, or, when deputed by him thereto, the Deputy Resident Commissioner or the Judicial Commissioner sitting alone or together; and there may be associated with the Court not more than two officers of the Administration appointed by the Resident Commissioner for the purpose by notice in the Gazette. The Resident Commissioner when present and, in his absence, the Judicial Commissioner, is President of the Court, and the judgment of the Court is the judgment pronounced or approved by the President.

The power conferred on the Resident Commissioner to review and correct the proceedings of Courts or officers may be exercised also by the Judicial Commissioner, and any decision recorded or action taken by the Judicial Commissioner in the course of such review or correction is of the same force and effect as if it had been recorded or taken by the Resident Commissioner.

(b) *Courts of District Commissioners*, who are empowered to impose sentences not exceeding two years imprisonment with hard labour or fines not exceeding £50, with jurisdiction in civil cases up to £500. These Courts have no jurisdiction to try, as Courts of first instance, any person charged with treason, murder, attempt to murder, culpable homicide, rape, attempt to commit rape, or sedition.

(c) *Courts of Assistant District Commissioners*, with jurisdiction varying from sentences not exceeding six months and/or a fine of £10, to sentences not exceeding one year and/or a fine of £25, with civil jurisdiction in certain cases up to £250.

(d) *Chiefs' Courts*.—Under Proclamation No. 2B of 1884, the Paramount Chief and other Native Chiefs of Basutoland were authorised to continue to exercise jurisdiction according to native law and custom in civil and criminal cases within such limits as may be defined by any rules established by the authority of the Resident Commissioner, subject to a proviso that no suit, action or proceeding whatsoever to which any European shall be party, either as plaintiff or complainant, or as defendant, shall be adjudicated upon by any such Chief, save by the consent of all parties concerned. An appeal lies from a decision of any Chief to the Court of the Paramount Chief and from that Court to the Court of the District Commissioner of the District within which the action arose.

The following table shows the number of convictions for various crimes and offences during the last five years:—

<i>Nature of Crime.</i>	1933.	1934.	1935.	1936.	1937.
In Magisterial Courts—					
Offences against the person...	95	147	137	171	406
Offences against property ...	558	594	338	366	380
Offences against liquor laws	6	12	19	20	33
Other crimes	1,778	1,327	1,356	2,047	1,276
In Resident Commissioner's Court—					
Murder	6	11	2	12	10
Culpable homicide	68	145*	124*	67*	7
Attempted murder	4	3	3	3	1
Rape	5	1	7	3	3
Other offences against the person	6	7	3	15	—
Offences against property with violence to the person	94	3	—	10	—
Other offences against property	45	62	32	34	13
Other crimes	3	2	1	1	—

Police.

Administration and establishment.—As a result of recommendations contained in the Report of the Pim Commission, reorganization of the Police and Prisons Service was inaugurated during the year. Under the previous system the line of demarcation between Police and Administration was but vaguely defined—a relic of the days when police and administrative work was performed by the same officer. To quote the report in question: “ . . . the existing system of a combined Administrative and Police Service should be discontinued, and . . . the Police Service should be reorganized as a completely self-contained department ”

Under the reorganization effected, Police administration has been divorced from the Administrative Service, and a separate department, including the control of Prisons, has been formed. The administration of this new department has been placed in the hands of a Commissioner of Police and Prisons.

The following summary sets forth the essential changes resulting from the reorganization:

1. The territory has been divided into four Police Divisions, each embracing two or more Administrative Districts, as under.

<i>Division No.</i>	<i>Division Headquarters.</i>	<i>Comprising.</i>	
		<i>District.</i>	<i>Sub-district.</i>
1.	Leribe	Leribe	Butha Buthe
2.	Maseru	Maseru	
3.	Mohale's Hoek	Teyateyaneng	
		Mafeteng	
		Mohale's Hoek	
		Quthing	
4.	Qacha's Nek ...	Qacha's Nek	Mokhotlong

* Includes cases of public violence resulting in culpable homicide.

2. Each Police Division is in charge of a Superintendent of Police stationed at Divisional headquarters and responsible to the Commissioner of Police and Prisons for all police and prison work in the Division.

3. An Assistant Superintendent is stationed at each of the stations contained within a Police Division with the exception of Divisional headquarters. He is responsible to the Superintendent for all the police and prison work of his sub-division.

4. The reorganization has left the Native establishment practically unchanged, and, as formerly, all non-commissioned ranks are recruited from among the natives of the territory.

The following table shows the establishment and the actual strength of the Force as on the 31st December, 1937:—

<i>Europeans.</i>			<i>Establishment.</i>	<i>Strength.</i>
Commissioner	...	...	1	1
Superintendents	...	...	4	5*
Assistant Superintendents	...	...	8	7
			—	—
			13	13
			—	—
<i>Native Ranks.</i>				
Sergeant-Major	...	...	1	1
Sergeants	...	...	14	14
Corporals	...	...	15	15
Privates	...	...	260	258
			—	—
			290	288
			—	—

Depot.—The Police Training Depot was under the supervision of the Superintendent of Police, Maseru Division, during the greater part of the year under review, the detail work being carried out by the Native Sergeant-Major and a Native Drill Instructor.

Thirty new recruits underwent the Depot training course, and eight privates were sent in from the Divisions for refresher courses.

Fingerprint Bureau.—During the year, 1,356 “slips” were received for examination—an increase of 84 in last year’s figures. Six hundred and four of these were in connection with deportations from the Union of South Africa.

Co-operation is maintained with the South African Police, and the Bureau is in constant touch with the Finger Print Office in Pretoria.

* One Superintendent is supernumerary.

Health of the Police.—The health of the Police during the year has been good. The death of one private is recorded with regret.

Conduct.—The level of conduct has been satisfactory throughout the year, there having been two cases only of discharge for misconduct.

Work of the Police.—During the year, 10,698 patrols were sent out, involving 12,802 men. The mileage covered by the patrols was 231,454, while mileage performed by the men was 282,591. This is an increase both in the number of patrols sent out and in the mileage covered as compared with last year. The increase may be attributed to the introduction of a more comprehensive system of mountain stock theft patrols.

Medals and Commendations.—Two King's Coronation medals were awarded, and long service and good conduct medals to one corporal and one private.

Prisons.

Administration.—Concurrent with the changes involving the Police administration, similar changes have been introduced in connection with Prison administration. The control of the prison system is now in the hands of the Commissioner of Police and Prisons, acting through the Superintendents and Assistant Superintendents in each Division or sub-Division. Each prison itself is in charge of a gaoler, subordinate to the local Police officer. In most cases the gaolers are native officials. The prisons at Maseru and Leribe, however, are in charge of European gaolers. The subjoined table shows the strength of the prison staff as on the 31st December, 1937:—

<i>Gaol.</i>	<i>European Gaolers.</i>	<i>Native Staff.</i>				<i>Total</i>
		<i>Grade 2.</i>	<i>Grade 3.</i>	<i>Grade 4.</i>	<i>Temporary.</i>	
Leribe	1	—	1	8	2	12
Butha Buthe ...	—	1	—	3	1	5
Maseru	2	—	1	12	5	20
Teyateyaneng ...	—	1	—	3	1	5
Mafeteng	—	—	1	3	2	6
Mohale's Hoek...	—	—	1	4	1	6
Quthing	—	—	1	2	1	4
Qacha's Nek ...	—	—	1	3	1	5
Mokhotlong ...	—	—	1	2	1	4
Total	3	2	7	40	15	67

Buildings.—All gaol buildings are of stone with iron roofs and cement floors; the inmates are supplied with bed-boards on which to sleep. The majority of cells are built to contain on

the average eight to ten prisoners, but there are usually one or two smaller ones for violent or dangerous inmates, or for occasional European convicts. Attached to each prison is an exercise yard and cement baths with water laid on. The cook-house is in the yard and a daily scale of ration as laid down by statute is provided. As no special accommodation exists in the district gaols for female or European prisoners, they are invariably transferred to Maseru.

Health.—The daily average of prisoners on the sick list during 1937 was 6.36, a standard of health which can be regarded as good. The average for the previous year was ten. There were six deaths recorded during the year.

All prisoners are medically examined on admission, and regular visits of inspection are made to the gaols by the Medical Officer of the station. Prisoners reporting sick are taken to the Government dispensary for examination, and if necessary are admitted to hospital where they receive the same treatment as other patients.

Discipline.—During the year, the general level of conduct was satisfactory. In a few cases only was it found necessary to transfer offenders to Maseru or to gaols in the Union of South Africa.

Labour.—The policy commenced in 1931 of utilizing convicts to a greater extent on road construction and maintenance in the vicinity of the various Government stations has been maintained. Where possible, convicts are trained to become useful members of society on release, by instruction in such trades as masonry, carpentry, building and other kinds of manual labour.

Sentences.—The majority of offenders are given the option of paying a fine in lieu of imprisonment with hard labour. Provision was made by Proclamation No. 55 of 1921 for the punishment of offenders in certain cases, by which the Court may in its discretion—

(a) postpone for a period not exceeding six months the passing of sentence, and release the offender on one or more conditions; or

(b) pass sentence but order the operation of the sentence to be suspended for a period not exceeding three years on such conditions as the Court may specify in the order; or

(c) pass sentence of a fine or, in default of payment, imprisonment, but suspend the issue of a warrant committing the offender to a gaol in default of payment until the expiry of such a period not exceeding twelve months as the Court may fix for payment, in instalments or otherwise, of the amount of the fine or until default has been made.

Good conduct remission up to one-fourth of the sentence is allowed on all sentences of imprisonment for six months or more.

Statistics.—During 1937, 2,650 persons were admitted to prison in the territory, of which 1,672 were committed to penal imprisonment. The corresponding figures for 1936 were 3,364 and 2,341 respectively. The daily average of adults confined was 432·8 as compared with 550·4 for the previous year.

All juvenile prisoners are transferred to Leribe where they are kept segregated from adult prisoners so far as possible. The daily average number of juveniles in prison during the year was 14·3.

XIV.—LEGISLATION.

The following is the legislation for the year 1937 which has been proclaimed in the *Gazette*:—

- (1) No. 8.—Basutoland Credit Restriction Proclamation, 1937.
- (2) No. 11.—Basutoland Further Appropriation (1935–6) Proclamation, 1937.
- (3) No. 13.—Providing for the titles of Superintendent and Assistant Superintendent of Police to be borne by Police Officers in Basutoland.
- (4) No. 22.—Basutoland Merchandise Marks Proclamation, 1937.
- (5) No. 25.—Public Holidays (Basutoland) Amendment Proclamation.
- (6) No. 29.—Basutoland Appropriation (1937–8) Proclamation.
- (7) No. 31.—Basutoland Leprosy (Amendment) Proclamation, 1937.
- (8) No. 32.—Basutoland Counterfeit Currency (Convention) Proclamation, 1937.
- (9) No. 36.—Amending Basutoland Motor Vehicle Proclamation.
- (10) No. 40.—Customs Tariff and Excise Amendment Proclamation, 1937.
- (11) No. 45.—Basutoland Medical, Dental and Pharmacy (Further Amendment) Proclamation, 1937.
- (12) No. 46.—Basutoland Trading (Further Amendment) Proclamation, 1937.
- (13) No. 47.—Aliens Proclamation (Basutoland), 1937.
- (14) No. 51.—Basutoland Income Tax Proclamation, 1937.
- (15) No. 58.—Basutoland Trading Further Amendment (No. 2) Proclamation, 1937.
- (16) No. 62.—Basutoland Police (Amendment) Proclamation, 1937.
- (17) No. 63.—Basutoland Prisons (Further Amendment) Proclamation, 1937.
- (18) No. 71.—Basutoland Employment of Women, Young Persons and Children Proclamation, 1937.
- (19) No. 74.—Basutoland Sheep and Goats Importation Restriction (Amendment) Proclamation, 1937.

XV.—BANKING, CURRENCY AND WEIGHTS AND MEASURES.

There are no agricultural or co-operative banks within the Territory; but the Standard Bank of South Africa, Limited, has a branch office at Maseru.

The currency is provided for under Proclamation No. 2 of 1933 and is the same as in the Union of South Africa.

The weights and measures in common use in the Territory are the British Imperial.

XVI.—PUBLIC FINANCE AND TAXATION.

The following statement shows the revenue and expenditure for the past five financial years:—

REVENUE.

<i>Head.</i>	1932-3.	1933-4.	1934-5.	1935-6.	1936-7.
	£	£	£	£	£
Native Tax ...	121,795	90,017	129,312	140,910	153,238
Customs and Excise ...	86,161	90,040	104,442	111,633	121,604
Posts and Telegraphs ...	9,172	12,906	11,437	14,187	15,123
Licences ...	7,855	8,466	8,615	9,181	9,634
Fees of Court or Office ...	810	773	361	346	401
Judicial Fines ...	783	424	739	431	815
Income Tax ...	4,040	4,115	5,608	4,036	5,307
Poll Tax ...	—	1,265	1,345	1,334	1,346
Fees for Services Rendered	1,020	1,023	1,017	1,270	1,216
Interest ...	2,473	1,963	1,408	1,303	1,680
Wool Export Duty ...	678	8,107	6,786	7,375	8,078
Miscellaneous ...	22,094	12,155	12,422	11,294	14,113
Education Levy ...	13,853	10,340	14,766	16,241	17,777
Civil Servants Salary Deductions.	4,676	4,550	2,689	2,148	—
Colonial Development Fund	—	—	1,543	207	18,688
Totals ...	£275,410	£246,144	£302,490	£321,896	£369,000

EXPENDITURE.

<i>Head.</i>	1932-3.	1933-4.	1934-5.	1935-6.	1936-7.
	£	£	£	£	£
Resident Commissioner ...	13,280	13,163	13,018	13,600	13,933
District Administration ...	15,596	16,157	16,874	17,325	18,453
Police ...	33,908	33,386	34,188	33,603	32,801
Administration of Justice	10,683	13,923	13,674	13,246	13,691
Posts and Telegraphs ...	14,065	10,949	10,599	11,990	12,511
Public Works Department	5,166	5,308	5,476	5,621	5,374
Public Works Extraordinary.	39	493	986	1,597	4,958
Public Works Recurrent ...	17,949	20,645	25,493	28,338	21,483
Medical ...	24,507	25,712	26,605	29,311	29,614
Education ...	51,587	39,352	53,357	57,854	62,055
Lerotholi Technical School	5,195	5,515	6,503	6,205	5,948
Agriculture—					
Veterinary ...	12,799	12,598	12,944	12,294	18,331
Agricultural ...	7,184	7,351	8,664	9,495	7,089
Allowances to Chiefs ...	11,472	11,145	9,413	11,207	12,993
Basutoland Council ...	1,786	736	1,697	1,715	1,719
Leper Settlement ...	19,820	19,671	19,138	18,201	17,927
Pensions ...	11,760	14,562	13,962	16,862	15,349
Miscellaneous ...	6,243	40,910	15,399	6,419	6,114
Capital Expenditure ...	585	538	5,440	3,522	5,528
Colonial Development Fund	—	—	1,543	—	18,668*
Census ...	—	—	—	196	3,464
Financial and Economic Commission.	—	—	—	207	—
Totals ...	£263,624	£292,114	£294,973	£298,808	£328,003

* Includes expenditure on ecological survey, livestock improvement, wool-classing measures, and the Anti-soil Erosion Campaign.

Liabilities and Assets.

The surplus balance at the 31st March, 1937, amounted to £104,808. £35,000 of the surplus balance is on loan to the Swaziland Government at $3\frac{1}{2}$ per cent. per annum. This loan is repayable by 1943.

The detailed statement of Liabilities and Assets at the 31st March, 1937, is as follows:—

<i>Liabilities.</i>				<i>Assets.</i>			
			£				£
Guardians' Fund	Deposit			On deposit with the Crown			
Account ...	...	...	7,693	Agents for the Colonies,			
Sub-Accountants' Suspense				London ...	...	...	89,000
Account ...	...	...	5,134	Crown Agents, London,			
Stores Imprest Account		...	13,486	Current Account		...	1,080
Basutoland Wool and Mohair				Standard Bank of South			
Fund ...	...	...	1,706	Africa Ltd., Deposit			
Basutoland Education Fund			23,092	Account ...	...	...
Bechuanaland Protectorate				Standard Bank of South			
and Swaziland Tax Account			1,150	Africa Ltd., Current			
Deposits ...	...	...	5,091	Account ...	...	...	3,721
South African Railways and				Balances in hands of Sub-			
Harbours ...	...	...	15	Accountants ...	...	...	29,774
Colonial Development Fund			9,702	Advances Recoverable		...	7,674
Bloemfontein Board of Exe-				South African Railways and			
cutors & Trust Co. ...			1	Harbours ...	...	...
Balance of Assets over Liabili-				On loan to Swaziland Ad-			
ties ...	...	...	104,808	ministration ...	...	...	35,000
				Stores Suspense ...	...	...	5,629
			<u>171,878</u>				<u>171,878</u>

The Wool and Mohair Fund was established under Proclamation No. 39 of 1931 with funds received from the Union Government under Notice No. 1493 dated the 15th August, 1930, in respect of wool and mohair exported from Basutoland together with amounts recovered from persons to whom livestock or other articles have been supplied from moneys provided by the fund. The proceeds of this fund are devoted to the promotion of the future production of wool and mohair. During 1936-7, 307 pedigree rams were purchased for distribution amongst the Basuto at £2 each.

Estimated Financial Position at the 31st March, 1938.—It is anticipated that there will be a surplus of revenue over expenditure for the financial year 1937-8 of £33,889, and that the available surplus balance will amount to £138,706 at that date.

Description of Main Heads of Taxation.

NATIVE TAX.

The rate of tax is 25s. for every adult male native domiciled in Basutoland, and in addition 25s. for each wife after the first, but no native is liable for more than £3 15s. od. in any one year for himself and his wives.

The collection was £12,331 10s. od. more than in 1935-6, and was made up of £51,599 Arrear, £100,777 Current (1936-7), and £865 Advance (1937-8) Tax. The total collected during the year equals £153,241.

CUSTOMS AND EXCISE.

An amount of £119,883 5s. 11d. was received from the Union Government under the Customs Agreement and represents .88575 per cent. of the gross Customs revenue of the Union of South Africa for the twelve months ended the 31st March, 1937. Local collections on Union manufactured spirits and beer amount to £1,720 12s. od.

LICENCES.

There was no change in the rates paid for the various classes of licences during the year under review.

INCOME TAX.

The rates fixed for the tax-year ended the 30th June, 1936, were the same as those for the previous year and were:—

(1) Normal Tax:—

(a) In the case of companies, for each pound of the taxable amount, two shillings and sixpence.

(b) In the case of persons other than companies, for each pound of the taxable amount, one shilling and as many two-thousandths of a penny as there are pounds in that amount, subject to a maximum rate of two shillings in every pound.

(2) Super Tax:—

(a) When the amount subject to super tax does not exceed twenty-four thousand pounds, for each pound of such amount, one shilling and as many five-hundredths of a penny as there are pounds in that amount.

(b) When the amount subject to super tax exceeds twenty-four thousand pounds, for each pound of such amount, five shillings.

The following abatements were deducted from the taxable income of any person, other than a company, for the purpose of determining the taxable amount:—

Abatements:—

(a) Primary £400.

(b) Life insurance and similar allowances. A deduction not exceeding £50 is made in respect of premiums paid during the period of assessment on policies under which the taxpayer, his wife or minor children are insured against death, accident or sickness.

(c) A deduction not exceeding £10 is allowed for fees or subscriptions paid during the period of assessment to any friendly or benefit society.

(d) £100 for each unmarried child or step-child who was alive during any portion of the year of assessment and was or would have been under the age of 21 years on the last day of the year of assessment.

(e) A sum of £30 for each dependant of the taxpayer.

The total of the abatements and allowances is reduced.

(1) In the case of every such taxpayer (i) who during any portion of the period in respect of which the assessment is made was married; or (ii) who during the whole or any portion of the period in respect of which the assessment was made was divorced, but maintained during any portion of that period a child of his own or a step-child who was or would have been had he lived under the age of 21 years on the last day of the year of assessment in respect of which, or portion of which, the assessment is made, the reduction shall be by one pound for every completed ten pounds by which the taxable income of such person exceeds six hundred pounds or when the period assessed is less than twelve months, by which it exceeds so much of six hundred pounds as is proportionate to the period assessed: Provided that for the purpose of this paragraph any person who was a widower or widow during the whole or any portion of the period in respect of which the assessment is made shall be assessed as though he had been married throughout that period and any person who has been separated under a judicial order or written agreement throughout that period shall be assessed as though he had been divorced throughout that period.

(2) In the case of all other persons to whom paragraph (1) of this sub-section does not apply, the reduction shall be by one pound for every completed pound by which the taxable income of any such person exceeds three hundred pounds or, when the period assessed is less than twelve months by which it exceeds so much of three hundred pounds as is proportionate to the period assessed. In the case of persons other than companies the assessment is subject to a rebate of 20 per cent.

Companies.—In the case of companies an abatement of £300, which is subject to reductions in accordance with paragraph (2) above.

Super Tax is payable (other than by a public company) on a taxable income exceeding in the aggregate £2,500 in any year of assessment. The taxable income of any person determined for normal tax purposes is the amount upon which the super tax is assessed.

There is an abatement of £2,500 and this is diminished by £1 for every £1 by which the income, subject to super tax, exceeds £2,500.

Dividends accruing to non-residents are exempt from super tax provided such dividends are not paid or payable within the territory.

The sources from which taxable incomes were derived and the amount of tax paid for the tax years 1935-6 and 1936-7 are as follows:—

<i>Source.</i>	<i>1935-6.</i>	<i>1936-7.</i>
	£	£
General Traders	2,505	3,778
Civil Servants	669	717
Employed persons	96	90
Others	583	502
Non-residents	183	219
	<hr/> 4,036	<hr/> 5,306

The numbers of incomes assessed for current tax and the total amount of taxable incomes in the categories shown are:—

<i>Numbers.</i>	<i>Categories.</i>	<i>Total of Taxable Incomes.</i>
	£	£
13	500 and under	4,422
36	501-750	17,493
30	751-1,000	27,934
25	1,001-1,500	31,050
5	1,501-2,000	6,417
6	Over 2,000	35,235
<hr/> 115		<hr/> £122,551

STAMP DUTIES AND FEES ON DOCUMENTS PAYABLE BY MEANS OF STAMPS.

The duties and fees payable are specified in the Schedule to Proclamation No. 16 of 1907 as amended and are classified under the following heads:—

Arbitrations and Awards.

Bonds.

Courts of Law (District Commissioners' Courts).

Civil Cases (Resident Commissioner's Court).

Acts or Deeds of Donations.

Leases.

Master's Officer:

(a) Insolvency;

(b) Orphan Chamber.

Office Fees and Transfers and Miscellaneous.

Estate Duty is payable in terms of the Basutoland Death Duties Proclamation of 1935 at $\frac{1}{2}$ per cent. upon the first £2,000 and up to 17 per cent. on £75,000 and over, and the rates of Succession Duty vary from 2 to 10 per cent.

WOOL AND MOHAIR EXPORT DUTY.

This duty remained at $\frac{1}{4}$ d. per lb. for the period 1st April, 1936, to 31st March, 1937. The increased collection as compared with the previous year's total is due to improvement in the health of sheep and goats and the improved pasture conditions.

POLL TAX.

The rate is fixed at £2 per annum payable half-yearly on the 1st January and the 1st July by all adult males domiciled in Basutoland who are not liable to pay Native Tax. In the case of failure to pay any one instalment of the tax within the period provided, a further sum of 2s. for each month or part of a month is payable.

Posts and Telegraphs.

The revenue amounted to £15,122 16s. 7d. during the financial year ended 31st March, 1937, and the expenditure to £12,511 2s. 3d.

During the financial year 1936-7 postal and money orders to the value of £25,418 were issued and £47,725 paid.

The Union Post Office Savings Bank system is in operation in Basutoland, and the following deposits and withdrawals at post offices in the Territory were made during the financial year 1936-7:—

				£
Deposits	...	...	...	30,174
Withdrawals	...	...	...	26,650

Basutoland has its own postage and revenue stamps. There are eleven denominations ranged in the following order, the first ten being postage and revenue stamps: $\frac{1}{2}$ d., 1d., 2d., 3d., 4d., 6d., 1s., 2s. 6d., 5s., 10s., and, for revenue purposes only, £1. The respective colours are green, red, purple, blue, grey, light brown, orange, dark brown, blue purple, olive and black. One design only is used, which contains a vignette of His Majesty the King, placed above a scene depicting the Maluti mountains and the Orange River, while in the foreground is a representation of a crocodile—the emblem of the ruling house of Moshesh.

There was a special Coronation issue of the 1d., 2d. and 3d. denominations, in red, blue and purple respectively, containing a vignette of Their Majesties.

Johannesburg Agency.

The Report on the Financial and Economic Position of Basutoland dated January, 1935* (page 58), recommended the

* Cmd. 4907.

permanent establishment of this Agency, and all three High Commission Territories now participate and contribute towards the cost of maintenance.

Revenue is collected from the Basuto, Bechuana and Swazis working in the Transvaal industrial and mining areas, and the functions of the Agency are now extended to general welfare work. (A fuller report of the work of this Agency will be found under Chapter VIII, Labour.)

The total revenue collections for 1937 as compared with 1936 are:—

	1936.	1937.
	£	£
Basutoland	39,833	40,955
Bechuanaland Protectorate	4,974	4,483
Swaziland	4,996	9,475
	<hr/>	<hr/>
	49,803	54,913
	<hr/>	<hr/>

The collections on behalf of the Bechuanaland Protectorate Administration commenced in May, 1934, and in June, 1934, for Swaziland.

APPENDIX I.

PUBLICATIONS RELATING TO BASUTOLAND.

- “ The Basutos ” by Sir Godfrey Lagden, K.C.M.G., 2 vols.—Hutchinson.
 “ History of the Basuto ” by D. F. Ellenberger and J. C. Macgregor.
 “ The Basuto of Basutoland ” by E. A. T. Dutton—Jonathan Cape.
 Report on the Financial and Economic Position of Basutoland (Cmd. 4907)—
 His Majesty's Stationery Office

Reports, etc., of Imperial and Colonial Interest

THE FINANCIAL POSITION AND SYSTEM OF TAXATION OF KENYA

Report of the Commission appointed to enquire into and report on
[Colonial No. 116] 9s. (9s. 6d.)

THE FINANCIAL AND ECONOMIC POSITION OF NORTHERN RHODESIA

Report of the Commission appointed to enquire into and report on
[Colonial No. 145] 7s. (7s. 6d.)

LABOUR CONDITIONS IN NORTHERN RHODESIA

Report by Major G. St. J. Orde Browne, O.B.E.
[Colonial No. 150] 2s. (2s. 3d.)

NYASALAND. FINANCIAL POSITION AND FURTHER DEVELOPMENTS

Report of Commission [Colonial No. 152] 10s. ()

PITCAIRN ISLAND

Reports by Mr. J. S. Neill and Duncan Cook, M.D., M.R.C.P., D.P.H.
[Colonial No. 155] 1s. 3d. ()

THE SYSTEM OF APPOINTMENT IN THE COLONIAL OFFICE AND THE COLONIAL SERVICES

Report of a Committee on [Cmd. 3554 (1930)] 1s. (1s. 1d.)

LEAVE AND PASSAGE CONDITIONS FOR THE COLONIAL SERVICE

Report of Committee on [Cmd. 4730 (1934)] 9d. (10d.)

PENSIONS TO WIDOWS AND ORPHANS OF OFFICERS IN THE COLONIAL SERVICE, AND COLONIAL PROVIDENT FUNDS

Report of Committee [Cmd. 5219] 1s. (1s. 1d.)

Lists are issued showing schedules of Offices in the following Colonial Services with the names and brief biographical records of the holders. Each list includes the Special Regulations by the Secretary of State relating to the Service concerned :—

Colonial Administrative Service List	[Colonial No. 147] 2s. 6d. (2s. 8d.)
Colonial Agricultural Service List	[Colonial No. 143] 1s. 3d. (1s. 5d.)
Colonial Forest Service List	[Colonial No. 122] 6d. (7d.)
Colonial Legal Service List	[Colonial No. 138] 9d. (10d.)
Colonial Medical Service List	[Colonial No. 159] 1s. 3d. (1s. 5d.)
Colonial Veterinary Service List	[Colonial No. 132] 6d. (7d.)

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